



Cal OES
GOVERNOR'S OFFICE
OF EMERGENCY SERVICES

2014-08-24 NAPA EARTHQUAKE After Action/Corrective Action Report



February 2015

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2014-08-24 NAPA EARTHQUAKE

After Action / Corrective Action Report

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Prepared by the Cal OES Preparedness Branch

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FORWARD

In accordance with the *Emergency Services Act, Article 9.5, Government Code Section 8607(f)*, the California Governor’s Office of Emergency Services (Cal OES) shall, in cooperation with involved state and local agencies, complete an After Action Report after each gubernatorial declared disaster. Supporting Standardized Emergency Management System (SEMS) regulations require that jurisdictions “declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency, shall complete and transmit an After Action report to Cal OES within 90 days of the close of the incident period.”

An After Action/Corrective Action Report serves the following important functions:

- Provides a source for documenting response and early recovery activities.
- Identifies problems and successes during emergency operations.
- Analyzes the effectiveness of the different components of SEMS.
- Describes and defines a plan of corrective action for implementing recommended improvements to existing emergency response efforts.

This report shall provide a review of public safety response and disaster recovery activities and shall be made available by Cal OES within 120 days of the close of incident to all interested public safety and emergency management organizations.

If you are interested in reviewing the additional documentation gathered to develop this report, please submit your request to: SharedMail.CalAAR@CalOES.ca.gov

EXECUTIVE SUMMARY

The information for this after action report was gathered through a series of hot wash workshops. The workshops were conducted in individual group settings for Napa County, Solano County, state agencies, and Cal OES. The feedback provided by each group was captured and analyzed. The conclusions of the analysis are stated below.

Description of Event

On Sunday, August 24, 2014, at 0320 hours PST, a magnitude 6.0 earthquake struck five miles northwest of American Canyon, California. The earthquake nucleated at a depth of 10.8km. The shaking intensity in American Canyon and Napa from the Earthquake was a “VII” on the Modified Mercalli Scale, suggesting very strong shaking occurred in the Napa County area. Ground shaking was felt as far south as Salinas, east to Sacramento, and north to Ukiah. The most impacted areas aside from Napa County were Solano County and Sonoma County. This was the most significant earthquake for the region since the 6.9 magnitude Loma Prieta Earthquake that struck in October of 1989. There was significant damage to homes, businesses, and infrastructure. Many injuries were caused by the earthquake most of which were minor to moderate. However, two people did suffer major injuries and one person was killed by falling debris. As of August 30, 2014 at 1400 hours there were 125 aftershocks, four at M3.0 or greater.

Incident Period

August 24, 2014 – September 7, 2014

Declarations and Proclamations

Local Emergency:

Napa County	August 24, 2014
Solano County	August 26, 2014
Sonoma County	August 30, 2014

State of Emergency:

Napa County	August 24, 2014
Solano County	
Sonoma County	

Presidential Declaration:

Major Disaster (FEMA DR-4193)

September 11, 2014

Small Business Administration Declaration:

Napa and Solano Counties

October 27, 2014

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Contiguous Counties: (Economic Injury Loans only)

- Contra Costa
- Lake
- Sacramento
- Sonoma
- Yolo

Statistical Summary

Fatalities:	1
Major Injuries:	2
Minor Injuries:	283
Homes destroyed:	18
Homes with major damage:	113
Homes with minor damage:	1,875
Businesses with major damage:	28
Businesses with minor damage:	337
Preliminary Damage Assessments:	\$87,319,887

Summary of Successes

The following areas list highlights of successful operations in:

- Mitigation measures taken 11 years ago to seismically retrofit historical buildings in the City of Napa were very successful. Those buildings that were retrofitted withstood the impact of the earthquake with little to no damage.
- Staff from both the Napa Operational Area (OA) and the Solano OA reported that the SEMS training they received in the past was a key factor to their successful response to the earthquake.
- Local officials appreciated seeing the Cal OES Director on scene so quickly as a show of his support.
- The coordination efforts made by the California Utilities Emergency Association (CUEA) and Pacific Gas & Electric (PG&E) resulted in swift restoration of critical infrastructure.

Summary of Areas Needing Improvement

Overall, the management of this disaster was very effective and the needs of the citizens of the impacted counties were met in a timely manner. However, it is important to take advantage of the opportunity to identify areas needing improvement that can enhance California's response to future disasters.

Below are areas identified as needing improvement which can be applicable to all five SEMS levels (Field, Local, Operational Area, Regional and State).

- Some jurisdictions did not properly use SEMS when ordering resources particularly for building inspectors, which in some cases bypassed the OA and Regional levels.

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- Cal OES Region staff needs more training in the area of recovery.
- County emergency managers stated they never received an official notification of the earthquake.
- Conference calls with the region continue to be a hindrance to OAs because they are too long and not enough notice is given before they occur. Also, there was concern that the calls included city jurisdictions as well, thereby not conforming to SEMS.
- For this type of disaster, a Joint Information Center (JIC) needs to be established sooner.
- Much confusion still exists regarding the difference between an Emergency Function (EF) coordinator and an Agency Representative.
- An increased awareness of the needs of people with Access and Functional Needs (AFN) during disasters needs to be prominent in emergency planning.
- Public Information Officers (PIO) and the media need training regarding the rules of accessing shelter sites during disasters.
- One OA identified a lack of staff to operate the OA's EOC. The staffing situation made it difficult to deal with the emergency issues and provide the Regional Emergency Operations Center (REOC) and State Operations Center (SOC) with information.

ORGANIZATIONS CONTRIBUTING TO THIS REPORT

State Agencies and Departments:

California Governor's Office of Emergency Services (Cal OES)
California Department of Transportation (Caltrans)
California Highway Patrol (CHP)
California Department of Social Services (CDSS)
California Department of Water Resources (DWR)
California Department of Forestry and Fire Protection (CAL FIRE)
California National Guard (CNG)
California Environmental Protection Agency (Cal EPA)
Emergency Medical Services Authority (EMSA)
California Energy Commission (CEC)
California Department of Fish and Wildlife (CDFW)
California Public Health Department (CDPH)
Department of General Services (DGS)
State Water Resources Board (SWRB)
Department of Housing and Community Development (HCD)

Local Government/Operational Areas/Private/Volunteer Agencies:

Napa County Office of Emergency Services (OES)
Solano County Office of Emergency Services (OES)
California Utilities Emergency Association (CUEA)
American Red Cross (ARC)

DESCRIPTION OF EVENT

Background

On Sunday, August 24, 2014, at 0320 Hours PST, a magnitude 6.0 earthquake struck five miles northwest of American Canyon, California. The earthquake nucleated at a depth of 10.8km. The shaking intensity in American Canyon and Napa from the Earthquake was a “VII” on the Modified Mercalli Scale, suggesting very strong shaking occurred in the Napa County area. Ground shaking was felt as far south as Salinas, east to Sacramento, and north to Ukiah. The most impacted areas aside from Napa County were Solano County and Sonoma County. This was the most significant earthquake for the region since the 6.9 magnitude Loma Prieta Earthquake that struck in October of 1989.

The earthquake caused significant damage to homes, businesses, and infrastructure. The earthquake also caused many injuries most of which were minor to moderate; however, two people suffered major injuries and falling debris killed one person. As of August 30, 2014, 125 aftershocks occurred. Four aftershocks measured M3.0 or greater.

Mobile home parks were particularly vulnerable to the effects of the earthquake. In all, the earthquake shifted 145 homes off their foundations, and left 160 homes with minor damage and subsequent fires destroyed 42 mobile homes. The mobile home parks affected were Newell Mobile City, Napa Valley Mobile Home Park, La Siesta Village Mobile Home Park, and Salvador Mobile Estates.

The earthquake damaged the Napa OA’s primary and secondary Emergency Operations Center (EOC). Napa OA staff moved EOC operations to a third site. Within two hours, the EOC was fully operational despite the fact the site had nothing but tables and chairs in it.

The City of Napa is an older city with a rich historical past with many structures of historical significance. The structures include the Uptown Theater, Napa Valley Opera House, Sam Kee Laundry, Goodman Library, and the Napa County Courthouse all of which sustained varying degrees of damage.

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Napa Valley State Hospital also has many historic buildings on its campus, which sustained damage. The buildings included:

- Building 181 – Manor House (constructed in 1899)
- Building 183 – Residence 08 (constructed in 1900)
- Building 185 – Residence 06 (constructed in 1916)
- Building 186 – Residence 05 (constructed in 1928)
- Building 225 – Residence 09 (constructed in 1894)
- Building 178 – Psychology (constructed in 1920)
- Building 147 – Electric Machine Shop (constructed in 1884)

Damage to infrastructure included buckled roads, power outages, broken gas lines, broken water mains, and broken wastewater pipes. Initially, power outages affected approximately 64,000 people and were quickly reduced to 25,700. Within 24 hours, only 89 people were without power. The most significant impact to any major roadway was thirty feet of cracked and up lifted asphalt on State Route 121. Despite the damage, the roadway was drivable at reduced speeds and remained open for drivers. PG&E provided 400 personnel to make repairs to the electric grid and gas leaks. Five different water agencies, under mutual aid, responded to assist with water line and wastewater line repairs.

Type of Event	Earthquake	
Locations	Napa County Solano County Sonoma County	
Incident Period	August 24, 2014 – September 7, 2014	
Proclamations and Declarations	<u>Local Emergency:</u>	
	Napa County	August 24, 2014
	Solano County	August 26, 2014
	Sonoma County	August 30, 2014
	<u>State of Emergency:</u>	August 24, 2014
	Napa County	
	Solano County	
	Sonoma County	
	<u>Presidential Declaration:</u>	September 11, 2014
	Major Disaster (FEMA DR-4193)	
	<u>Small Business Administration Declaration:</u>	October 27, 2014
	Napa and Solano Counties	

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RESPONSE ACTIVITIES

State Agencies

The California Governor's Office of Emergency Services (Cal OES) immediately activated the SOC to support the Coastal Region and the local jurisdictions impacted by the earthquake. In addition to activating the SOC, Cal OES also deployed their Incident Support Teams (IST) to staff the SOC and the REOC. The Napa earthquake was the first major incident the ISTs were used.

Cal OES Coastal Region staff responded to assist their respective OA Emergency Operations Centers (EOC).

Cal OES Fire Branch coordinated the deployment of additional fire personnel and equipment to the impacted areas through the established fire mutual aid system.

Cal OES Law Branch coordinated the deployment of additional law enforcement officers to the impacted areas through the established law enforcement mutual aid system. Their primary functions were to curb any potential looting in the area, assist with traffic control, and aid in evacuation efforts.

The Cal OES Earthquake and Tsunami (EQTSU) Program were heavily involved in the response to the Napa Earthquake. EQTSU Program staff deployed to the SOC and Coastal REOC during each operational period to share technical information with response agencies. EQTSU Program staff communicated with other earthquake duty officers from the United States Geologic Survey (USGS) and seismological laboratories to acquire technical aspects of the earthquake. Program staff established communication with the California Earthquake Clearinghouse to share intelligence and relay reports from engineers and safety inspectors. Staff provided aftershock data for situation reports.

The California Highway Patrol (CHP) provided an Agency Representative and a PIO to the SOC. CHP provided field personnel under law enforcement mutual aid coordinated by Cal OES Law Enforcement Branch.

The California Department of Social Services (CDSS) provided an Agency Representative to the SOC. CDSS also provided a PIO to speak on behalf of the American Red Cross (ARC) regarding sheltering issues. Napa County requested a Functional Assessment Services Team (FAST) team to assess needs in one of the County's shelters.

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**State Agencies
(Cont'd)**

The California Department of Transportation (Caltrans) provided an Agency Representative to the SOC as well as to the Napa OA EOC. Caltrans also provided engineers for bridge inspections and for the Safety Assessment Program (SAP). Caltrans filled a mission request for mobile changeable message signs. Since Caltrans is part of the Air Coordination Group under an ongoing agreement, a member of Caltrans deployed to participate in the Air Operations Group located in the SOC. Finally, Caltrans provided a PIO.

The Emergency Medical Services Authority (EMSA) provided an Agency Representative to the SOC. EMSA also coordinated the deployment of ten Advanced Life Support (ALS) ambulances from Contra Costa and Alameda to Napa County.

The California Department of Public Health (CDPH) provided an Agency Representative to the SOC. Disaster Medical Health Specialist (RDMHS) assisted Queen of the Valley Hospital with obtaining 50 suture kits. CDPH also filled a request for Emergency Preparedness Team (EPT) to provide situational awareness regarding earthquake injuries, chronic disease exacerbations, mental health issues, and preparedness of residents in the City of Napa.

The State Water Resources Control Board (SWRCB) provided an Agency Representative to the SOC. They also issued boil water notices in coordination with CDPH for those areas that experienced low pressure in their water system within the impacted area. The notices were in effect until water quality testing showed no contaminants in the water. The SWRCB also provided "Leak Maps" to the SOC, REOC, and local government.

The California Utilities Emergency Association (CUEA) activated the Utilities Operations Center where they coordinated the response of five water agencies under a mutual aid agreement, 400 PG&E personnel, and mobile cellular trucks and trailers with charging capabilities.

The Department Of Housing and Community Development (HCD) has jurisdiction over mobile home parks. They report there had been 160 damaged mobile homes, 42 destroyed and 22 out of the 25 mobile home parks under their jurisdiction were uninhabitable. Integrated Care Teams from the ARC assessed the mobile home parks twice a day in coordination with HCD. They went door-to-door providing spiritual care, disaster mental health, disaster health, bulk distribution items, and access and functional needs assessments. The Salvation Army was also onsite providing food and water.

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**State Agencies
(Cont'd)**

The following state agencies were also represented in the SOC:

California National Guard (CNG)
California Department of Forestry and Fire Protection (CALFIRE)
California Environmental Protection Agency (Cal EPA)
Department of General Services (DGS)
Department of Water Resources (DWR)
California Energy Commission (CEC)
Department of Fish and Wildlife (CDFW)

Operational Areas

Napa OA

The Napa OA activated their EOC but had to use an alternate site because the earthquake damaged their primary EOC. Despite the fact that the alternate site was a cold site, it only took two hours for the EOC to be fully functional. EOC personnel coordinated the response of fire and medical personnel to people with injuries, reports of gas and water leaks, and the response of law enforcement personnel to protect businesses left vulnerable from damage caused by the earthquake.

Solano OA

The Solano OA activated their EOC where EOC personnel coordinated the response of fire and medical personnel to people with injuries, reports of gas and water leaks, and the response of law enforcement personnel to protect businesses left vulnerable from damage caused by the earthquake in unincorporated Solano County. Incident commanders sent initial response assets the cities of Napa and Vallejo, as reports of damage were minimal in the County's jurisdiction.

Sonoma OA

Sonoma OA activated their EOC for a single operational period where they coordinated the response of two fire strike teams, four water tenders, and two ambulances to the Napa OA, under mutual aid. They also completed two press releases and developed an Action Plan for recovery efforts.

INITIAL RECOVERY ACTIVITIES

Operational Areas Napa County completed an Initial Damage Estimate (IDE) and a Preliminary Damage Assessment (PDA). The City of Napa did a separate IDE. The City of Napa's website was updated with information regarding earthquake recovery resources. A Local Assistance Center (LAC) was established. The following is a statistical summary of LAC activities for Napa:

People Served	8,170
Households Served	4,267
Calls to the Center	2,401
Building Inspections	2,134
Partner Agencies	42
Volunteers	55
FEMA Grants Approved	\$9,604,655
SBA Loans Approved	\$32,838,800

Solano County completed both their IDE and PDA. The City of Vallejo completed a separate IDE and PDA. The City of Vallejo provided a Local Information Booth located at 555 Santa Clara Street, in the lobby of City Hall. Vallejo worked with Solano Volunteer Organizations Active in Disasters to make information available to the community.

Sonoma OA indicated they did a PDA, IDEs, and numerous on-site inspections.

State Agencies Cal OES Recovery Individual Assistance (IA) staff supported the REOC and responded to inquiries from individuals affected by the earthquake. All IA and Public Assistance (PA) joint federal/state/local PDA concluded and the Governor forwarded a request for a Presidential Disaster Declaration. Initially, there was no decision made on IA; however, in October the President approved IA after the State submitted additional supporting information. IA staff also participated in a Long Term Recovery Committee (LTRC) meeting with key organizations interested in recovery efforts. The Napa LTRC held a follow-up meeting to begin the process of forming its leadership, establishing policies and procedures, and identifying a mission statement.

AREAS OF CONCERN

**Napa County
Staffing**

Management

Representatives from the Napa OA participated in an after action hot wash workshop coordinated by Cal OES staff. One of the first issues that stood out immediately during the hot wash was the lack of staff operating the OA's EOC which consisted of two county employees one of whom is part time. The staffing situation made it difficult to deal with the emergency issues and providing the REOC and SOC with information. A Cal OES Regional Emergency Services Coordinator (ESC) deployed to Napa OA's EOC to assist with Cal EOC issues but they were not there to liaise with the SOC or REOC.

Coordination

Regarding state conference calls, Napa officials noted two issues. The first issue was the lack of advance notice when a conference call was to take place. In some cases it was a 10 minute notice. Other times, they were not notified at all and missed conference calls. In addition, the statewide OA conference calls lasted up to an hour which made it infeasible for Napa officials to participate.

JIC

Napa personnel identified a need to improve their JIC operations by setting it up more quickly. They also identified the need to develop a JIC setup in their plans and better coordinate JIC operations with the City of Napa.

Public Information

Napa officials commented on two special considerations that may be important to other jurisdictions. First, tourism is a significant foundation to the economic base of the Napa region. Because of this fact, officials made every attempt to balance situational awareness and media reporting with potentially raising unnecessary fears that the Napa region was unsafe as a tourist destination.

Damage Reporting

In the area of damage reporting, the estimates may have been under-reported out fear that the inhabitants would be asked to relocate due to damage to their homes caused by the earthquake and subsequent aftershocks. To help reduce potential under-reporting of damage, officials enlisted the help of faith-based organizations to explain the damage assessment process to alleviate any fears of having to leave their homes without having a place to go.

Facilities

Operations

Napa OA's EOC was damaged from the earthquake and staff had to move their operations to an alternate site. Despite the fact that the alternate facility was a cold site, it took only two hours before the EOC was up and running.

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Napa County (Cont'd) Communications	A communications substation nearly failed and could have caused catastrophic failure of Napa's dispatch center had it actually failed. It was at this point Napa County realized that their backup communications contract was with the same carrier that provided their primary communications. Napa officials identified a need to contract with a secondary carrier should their primary carrier experience catastrophic failure in the future.
Resources	Improper resource ordering by a Cal OES liaison assigned to the City of Napa created a significant issue for Napa County Operations. The resource requests were made directly to the SOC, bypassing the County EOC and the Coastal REOC. This caused OA personnel to expend considerable time accounting for the resources that deployed within their jurisdiction.
Terminology	A lack of common terminology was also identified as an issue in terms of resource ordering. The REOC and SOC would indicate that an order was "filled". The OA interpreted that to mean the resource was on its way, when in fact, the order was simply put into the system. County staff identified a need to have a better understanding of the resource ordering process.
Resource Tracking	<u>Logistics</u> Tracking of requested Cal OES support personnel in and out of the Napa OA EOC was a challenge and was not handled properly. The EOC experienced "no shows" or Cal OES staff would arrive that were not requested.
Staff Deployment	The Napa EOC was asked to make hotel reservations for Cal OES employees responding to the EOC. However, when the employee would report in, they would have already made their own hotel reservations, causing a duplication of effort.
Communications	In the area of communications, Napa officials acknowledged that their radio systems are antiquated and need to be updated.
Cal EOC	<u>Planning</u> No SEMS related issues were identified by the EOC Planning Section as Napa OA personnel were able to maintain reasonable situational awareness despite the lack of staffing in their EOC. However, they did need assistance from their Cal OES representative to enter information into Cal EOC

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Napa County (Cont'd) Continuity	Because the Napa OA EOC had to be relocated to an alternate facility, Napa officials acknowledged a need to develop a continuity plan. They indicated that they will begin development of their county continuity plan in the near future.
EOP	In addition to the need for a continuity plan, Napa officials also noted that their Emergency Operations Plan is due for revision and will look at updating it from a multijurisdictional perspective.
PDAs	<u>Recovery</u> Napa OA officials expressed concern when they were still in response mode and Cal OES recovery personnel arrived to begin the assessment process. Per the Cal OES recovery personnel, the assessment process was directly tied to the date the Napa OA proclaimed a local emergency and Napa was given a time line for the PDA. Napa OA officials had to shift their priorities, as they were not ready to accommodate and/or assist the Cal OES recovery staff.
Solano County Notification	<u>Management</u> Solano OA EOC activated in response to the earthquake. Key players self-deployed due in part to the lack of any formal notification. The lack of a formal notification was an issue and further investigation will be needed to discover the sequence of events and what notifications occurred. It took a while for the OA EOC to determine the extent of damage within their jurisdiction because the media focus was mostly on the City of Napa. In addition, the volume of emergency calls within the Solano County 911 system did not indicate a sense of urgency. Conversely, the high volume of 911 calls experienced by the City of Vallejo indicated issues, but information was slow to make it from the city to the County OA EOC.
Communications	<u>Planning</u> Incident Commanders normally provide the OA EOC with situational awareness. However, the roles reversed in this incident and ICs needed input from the OA EOC. Texting was the most successful means of communication during the initial hours of this incident as traditional means failed.
Resource Tracking	<u>Operations</u> For Solano County, the most difficult resources to track were ambulances and building inspectors. From the county's perspective, these resources self-deployed creating an issue in balancing field level resource needs as well as tracking their associated expense.

**Solano County
(Cont'd)
Training**

Finance and Administration

Solano OA EOC advised that they did not activate a formal Finance and Administration Section. However, officials did express a desire to have more training for this section so that personnel assigned to the Finance and Administration Section have a better understanding of their role in an EOC environment.

Logistics

No issues were identified for this section.

State Agencies

Specific issues identified by representatives from state agencies that participated in the Napa earthquake response were as follows:

- People with AFN and lack of showers
- EF representatives versus agency representatives
- Public affairs attempting to enter shelters unannounced
- Resource ordering of building inspectors
- EF representatives not able to sit near each other hindering EF coordination
- Cal EOC

**Access and
Functional Needs**

The ARC representative that responded to the SOC noted a significant issue involving an inability to employ showers in shelters for people with AFN. FEMA trailers with showers were not equipped for people with AFN. It was stated that it would cost \$30,000 to order AFN showers and there was no funding source to do so. Initially, the solution was to not allow anyone to have access to showers but later a hotel in the impacted area donated rooms that had AFN showers. Hotel rooms with the AFN facilities still proved very difficult to get people with AFN in and out of the hotel rooms.

Emergency Functions

An ongoing issue during significant incidents is the role of the agency representative versus an EF coordinator. There is an erroneous expectation that an EF coordinator can mission task resources. An EF coordinator has no authority to mission task resources from other agencies. The EF coordinator only makes recommendations of what agency should be mission tasked within their respective EF.

SOC-EF

The cornerstone of the EF program is close coordination with the agencies involved in a particular EF. Due to the cross-cutting nature of many of the EFs, close coordination with other EFs during a disaster is also important. The current configuration of the SOC makes it difficult for EFs to collaborate effectively with each other because they are unable to sit together during SOC activations.

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State Agencies (Cont'd) Public Information	ARC noted an incident where Cal OES PIO personnel self-deployed to a shelter unannounced and were subsequently denied access. The ARC representative pledged to provide training to Cal OES personnel regarding roles and responsibilities.
Resource Ordering	<p>The issue of ordering building inspectors outside of SEMS was a problem for jurisdictions at all SEMS levels for various reasons. At the city level, Cal OES recovery representatives were assisting cities in acquiring building inspectors by going directly to the State bypassing the OA and the REOC leaving those EOCs unaware of the resources ordered.</p> <p>Another reason for the ordering outside of SEMS was the fact that schools and other government facilities have, in their respective SOPs, instructions to order building inspectors on their own after incidents of this nature, again, leaving EOCs unaware of the resource order. Had this earthquake been catastrophic, building inspectors could be considered a scarce resource. As such, under the Multi-Agency Coordination System (MACS), the ordering and deployment of building inspectors may have to be prioritized by high level officials who depend on each EOC's ability to provide an accurate number of resources available or deployed so they can be appropriately allocated. It should be understood that this can be an issue for any resource needed during a disaster response not just building inspectors. That is why it is important to ensure every resource need and deployment is done within the SEMS.</p>
Cal EOC	In October of 2013 Cal OES replaced the Response Information Management System with a new product, Cal EOC. Many challenges were faced by users while attempting to navigate the system. Cal OES is evaluating system improvements and a user's group has been formed to develop training with the goal of making Cal EOC more user friendly for all jurisdictions.
Cal OES	The SOC and REOC staff consisted of members of the newly formed Incident Support Teams (IST). ISTs were developed to ensure that a full complement of trained personnel could respond to get an EOC up and fully operational as quickly as possible.
IST	The Red IST responded to the SOC for the A shift. The Blue IST was B shift and the White IST responded to the Coastal REOC. Generally, the deployment and employment of the ISTs went very well. However, some important issues came to light for the White IST assigned to the Coastal REOC. First, clarification has been requested as to what role the IST has in the overall management of a REOC for future IST responses. Next, there was some confusion regarding the role of field ESCs.

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**Cal OES
(Cont'd)
Recovery**

The Recovery Program within Cal OES is a budgeted program that works as part of the day to day business of Cal OES. The program also works as part of the EOC structure during the early recovery efforts of a disaster. The duality of the Recovery Program presents a challenge in ensuring that a major precept of ICS known as the “unity of command” is not violated.

The ICS unity of command principle establishes to whom one reports when activated. Unity of command ensures that a person reports to only one supervisor during an activation. In the initial recovery efforts, recovery personnel were deployed to City EOCs. As mentioned earlier, building inspectors were ordered for the City of Napa but the request was made directly to the State bypassing the OA EOC and the Coastal REOC. It appeared that the recovery person assigned to the City’s EOC was acting in the capacity of their day to day Cal OES Recovery Program position instead of working within SEMS as part of the EOC. This made it difficult for the OA EOC and the Coastal REOC to accurately track and report on the number of resources deployed within their respective jurisdictions.

EQTSU

The Cal OES EQTSU Program provided the following as areas of concern for which improvement may be necessary:

- A larger earthquake will place more demand for staff to cover the needs for sharing intelligence. It is possible that the current EQTSU staffing level will be inadequate to address larger earthquake response needs.
- The threshold for notification of damaging aftershocks was a concern and needed to be adjusted in the Warning Center SOPs. The threshold has been reduced from M4.0 to M3.0 in order to ensure notification of aftershocks that might cause additional damage to structures damaged during the initial shock.
- EQTSU Duty Officer SOPs were revised to clarify tasks and coordination points during an emergency.
- The California Earthquake Clearinghouse priorities sometimes were in conflict with Clearinghouse member priorities due to how federal National Earthquake Hazard Reduction Program (NEHRP) funding is distributed to the Consortiums making up the Clearinghouse. This issue can only be resolved if the NEHRP funding authority is redirected to the states, who in turn set priorities for responding agencies. This concern has been forwarded for follow up with the appropriate agencies.

CORRECTIVE ACTION RECOMMENDATIONS

Management	ARC offered to conduct training for PIOs regarding access to shelters.
Planning	Smaller jurisdictions don't have the staff to respond to the emergencies within their jurisdiction and fulfill the information required for the situational awareness needs of the REOC or SOC SEMS levels. It was suggested by the OAs that Cal OES consider providing agency liaisons to OA EOCs, when requested, for the sole purpose of gathering and conveying situational awareness to the SOC and REOC and participate in the conference calls on behalf of the OA.
Operations	More training in operations with a focus on the resource ordering process is recommended. To augment the training it is recommended that the MACS process be part of the training so there is a clear understanding of what a scarce resource is and how they may be allocated in a formal MACS process. It is also recommended that the SEMS Resource Ordering Guide be updated and be included as part of the training for the Operations Section and the Logistics Section.
Logistics	The Coastal REOC needs to be properly set up to serve as an EOC. It was without computers, synced printers, status boards etc. It basically was a room with tables and chairs and nothing else.
Finance and Administration	The Solano OA expressed an interest in receiving Finance and Administration position training so they can have a better understanding of the role of this section in an EOC environment.
Emergency Functions	The issue of understanding the difference between an Agency Representative and an EF Coordinator continues to cause confusion. The recommendation is to first clearly define what an EF Coordinator is, including roles and responsibilities. Next, develop a robust formal EF Coordinator curriculum and train people to that curriculum. To go one step further in eliminating any confusion between an EF Coordinator and an Agency Representative, combine Agency Representative training with EF Coordinator training.
Access and Functional Needs	A recommendation was made by ARC to create a petty cash account or identify a funding source when a need for special AFN equipment is identified but has to go unmet due to a lack of funding. For this incident, the unmet need was special AFN showers where the cost was prohibitive to procure on short notice and a non-existent funding source.

AFTER ACTION REPORT
2014-08-24 NAPA EARTHQUAKE

Recovery

The following are corrective action recommendations related to the areas of concern identified for recovery:

- Have state recovery personnel wait until local jurisdictions are ready to engage in the joint assessment process then coordinate to better determine logistical needs.
- Provide Regional staff with more recovery training.
- Provide more recovery personnel to assist with PDAs.
- Provide recovery staff with state issued cell phones when out in the field.

LIST OF ACRONYMS

AAR	After Action Report
AFN	Access and Functional Needs
ARC	American Red Cross
Cal EPA	California Environmental Protection Agency
CAL FIRE	California Forestry and Fire Protection
Cal OES	California Governor's Office of Emergency Services
Caltrans	California Department of Transportation
CDAA	California Disaster Assistance Act
CDPH	California Department of Public Health
CDSS	California Department of Social Services
CEC	California Energy Commission
CHCD	California Department of Housing and Community Development
CNG	California National Guard
CSWC	California State Warning Center
CUEA	California Utilities Emergency Association
DOC	Department Operations Center
DF&W	Department of Fish & Wildlife
DGS	Department of General Services
DWR	Department of Water Resources
EF	Emergency Function
ESC	Emergency Services Coordinator
EMSA	Emergency Medical Services Authority
EOC	Emergency Operations Center
EPT	Emergency Preparedness Team
EQTSU	Earthquake and Tsunami Program
FEMA	Federal Emergency Management Agency
IDE	Initial Damage Estimate
IMT	Incident Management Team
IST	Incident Support Team
JIC	Joint Information Center
LTRC	Long Term Recovery Committee
MAC	Multi-Agency Coordination
MACS	Multi-Agency Coordination System
OA	Operational Area
OES	Office of Emergency Services
PDA	Preliminary Damage Assessment
PG&E	Pacific Gas & Electric
PIO	Public Information Officer
REOC	Regional Emergency Operations Center
SBA	U. S. Small Business Administration
SEMS	Standardized Emergency Management System
SOC	State Operations Center

SWRCB State Water Resources Control Board
USGS United States Geologic Survey

ISSUES AND CORRECTIVE ACTION MATRIX

ISSUES AND CORRECTIVE ACTION MATRIX

Agency	EF	Category/EF Title	Problem Statement/Issue	Corrective Action / Improvement Plan	Key Players
CDSS	6	Care & Shelter	Inability to employ showers in shelters for people with AFN.	Create a petty cash account or identify a funding source when a need for special AFN equipment is identified.	CDSS, ARC, Cal OES, DGS
Cal OES	5	Management	The role of the Agency Representative versus an EF Coordinator. There is an erroneous expectation that an EF coordinator can mission task resources.	Clearly define what an EF Coordinator is including roles and responsibilities. Next, develop a standardized EF Coordinator curriculum and train people to that curriculum.	Cal OES EF Leads, All State Agencies
CDSS	15, 6	Care & Shelter Public Information	Cal OES PIO personnel self-deployed to a shelter unannounced and were subsequently denied access.	ARC offered to conduct training for PIOs regarding access to shelters.	CDSS, ARC
Cal OES	5	Management, Recovery	Ordering building inspectors outside of SEMS was a problem for jurisdictions at all SEMS levels.	Recommend additional training in SEMS resource ordering and MACS.	Cal OES Recovery and stakeholders who would order resources
Cal OES	5	Management	The current configuration of the SOC makes it difficult for EFs to collaborate effectively with each other because they are unable to sit together during SOC activations.	Corrective Action to be determined	Cal OES

ISSUES AND CORRECTIVE ACTION MATRIX

Agency	EF	Category/EF Title	Problem Statement/Issue	Corrective Action / Improvement Plan	Key Players
Cal OES	5	Management	Clarification is needed as to what role the IST has in the overall management of a REOC for future IST responses. Also, there was some confusion regarding field ESCs. For whom does the Region staff work? Are they assigned to the REOC or the OA?	Corrective Action to be determined	Cal OES
Cal OES	5	Management	The California Earthquake Clearinghouse priorities sometimes were in conflict with Clearinghouse member priorities due to how federal National Earthquake Hazard Reduction Program (NEHRP) funding is distributed to the Consortiums making up the Clearinghouse. This issue can only be resolved if the NEHRP funding authority is redirected to the states, who in turn set priorities for responding agencies. This concern has been forwarded for follow up with the appropriate agencies.	Corrective Action to be determined	To be determined
Solano OA	N/A		Solano OA EOC did not activate a formal Finance and Administration Section.	The Solano OA expressed an interest in receiving Finance and Administration position training so they can have a better understanding of the role of this section in an EOC environment.	Solano OA

ISSUES AND CORRECTIVE ACTION MATRIX

Agency	EF	Category/EF Title	Problem Statement/Issue	Corrective Action / Improvement Plan	Key Players
Napa OA	N/A		Napa OA identified a lack of staff to operate the OA’s EOC. For this incident, staffing consisted of two county employees one of whom is part time. The staffing situation made it difficult to deal with the emergency issues and provide the REOC and SOC with information.	Napa OA suggested that Cal OES consider providing agency representatives to OA EOCs, when requested, for the sole purpose of gathering and conveying situational awareness to the REOC and SOC and participate in the conference calls with and on behalf of the OA.	Napa OA, Cal OES

RESPONSE SUMMARY

State and local agencies response activities chart The following chart summarizes the activities of local and state agencies/departments during the 2014-08-24 Napa Earthquake. It reflects the various mutual aid systems (fire and rescue, law enforcement, medical), as well as other state response capabilities.

Note: Agencies and organizations were not asked to provide specific information on personnel and equipment deployment. If available, this information has been included in the matrix. N/A= data not available, not submitted.

Agency/Dept.	Period of Commitment	Personnel	Equipment
CHP	August 24, 2014 – September 7, 2014		
Activities:			
CHP provided an Agency Representative to the SOC. They also provided a Public Information Officer (PIO) to the SOC. CHP officers were also deployed under the law enforcement mutual aid response coordinated by Cal OES Law Enforcement Branch.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
CDSS	August 24, 2014 – September 7, 2014		
Activities:			
CDSS provided an Agency Representative to the SOC. CDSS also provided a PIO to speak on behalf of the American Red Cross (ARC) regarding sheltering issues. A request was made by Napa County for a Functional Assessment Services Team (FAST) team to assess needs in one of Napa County's shelters.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
CNG	August 24, 2014 – September 7, 2014		
Activities:			
CNG provided two Agency Representatives to the SOC.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
Caltrans	August 24, 2014 – September 7, 2014		
Activities:			
<p>Caltrans provided an Agency Representative to the SOC as well as to the Napa OA EOC. Caltrans also provided engineers for bridge inspections and for the Safety Assessment Program (SAP). A mission request was made for mobile changeable message signs to which Caltrans responded. Since Caltrans is part of the Air Coordination Group under an ongoing agreement, a member of Caltrans was deployed to participate in the Air Operations Group located in the SOC. Finally, a PIO was requested from Caltrans.</p>			

Agency/Dept.	Period of Commitment	Personnel	Equipment
CALFIRE	August 24, 2014 – September 7, 2014		
Activities:			
<p>CALFIRE provided an Agency Representative to the SOC.</p>			

Agency/Dept.	Period of Commitment	Personnel	Equipment
Cal EPA	August 24, 2014 – September 7, 2014		
Activities:			
<p>Cal EPA provided an Agency Representative to the SOC.</p>			

Agency/Dept.	Period of Commitment	Personnel	Equipment
EMSA	August 24, 2014 – September 7, 2014		
Activities:			
EMSA provided an Agency Representative to the SOC. EMSA also coordinated the deployment of ten Advanced Life Support (ALS) ambulances from Contra Costa and Alameda to help in Napa County.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
CEC	August 24, 2014 – September 7, 2014		
Activities:			
CEC provided an Agency Representative to the SOC.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
CDFW	August 24, 2014 – September 7, 2014		
Activities:			
CDFW provided an Agency Representative to the SOC.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
CDPH	August 24, 2014 – September 7, 2014		
Activities:			
CDPH provided an Agency Representative to the SOC. RDMHS assisted Queen of the Valley Hospital with obtaining 50 suture kits. CDPH also filled a request for EPT to provide situational awareness regarding earthquake injuries, chronic disease exacerbations, mental health issues, and preparedness of residents in the City of Napa.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
DGS	August 24, 2014 – September 7, 2014		
Activities:			
DGS provided an Agency Representative to the SOC.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
DWR	August 24, 2014 – September 7, 2014		
Activities:			
DWR provided an Agency Representative to the SOC.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
SWRCB	August 24, 2014 – September 7, 2014		
Activities:			
SWRCB provided an Agency Representative to the SOC. They also issued boil water notices in coordination with CDPH for those areas that experienced low pressure in their water system within the impacted area. The notices were in effect until water quality testing showed no contaminants in the water.			

Agency/Dept.	Period of Commitment	Personnel	Equipment
CUEA	August 24, 2014 – September 7, 2014		
Activities:			
<p>CUEA activated the Utilities Operations Center where they coordinated the a response of five water agencies under a mutual aid agreement, 400 PG&E personnel, and mobile cellular trucks and trailers with charging capabilities.</p>			

Agency/Dept.	Period of Commitment	Personnel	Equipment
HCD	August 24, 2014 – September 7, 2014		
Activities:			
<p>HCD has jurisdiction over mobile home parks. They report there have been 160 damaged mobile homes, five destroyed and 25 out of the 22 mobile home parks under their jurisdiction are uninhabitable. Integrated Care Teams from the ARC, in coordination with HCD, conducted assessments of the mobile home parks twice a day. They were going door-to-door providing spiritual care, disaster mental health, disaster health, bulk distribution items, and access and functional needs assessments. The Salvation Army was also onsite providing food and water.</p>			